DOCUMENT RESUME

ED 096 402 CE 002 000

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| TITLE | Report to the Government of the Netherlands Antilles on Workers' Education. |
| INSTITUTION | International Labour Office, Geneva (Switzerland). |
| REPORT NO | ILO-TAP-Netherlands Antilles-R.3 |
| PUB DATE | 73 |
| NOTE | 23p. |
| EDRS PRICE | MF-$0.75 HC-$1.50 PLUS POSTAGE |
| DESCRIPTORS | Educational Assessment; Educational Programs; *Foreign Countries; *Labor Education; Policy Formation; *Program Development; Teacher Education |
| IDENTIFIERS | *Netherlands Antilles |

ABSTRACT

At the request of the government of the Netherlands Antilles for assistance in the field of workers' education, the United Nations Development Program and the International Labor Office agreed to implement a three months mission in 1972 for an expert to advise and assist the government and the trade unions of the Netherlands Antilles to develop a workers' education program for all the islands. The main purposes of the mission were to: (1) advise on the means of providing educational services to workers on Curacao and the other islands, (2) assist in formulating policies for the effective functioning of workers' institutions, (3) train workers' education instructors and advise on syllabi and other related matters. Dr. Johanan Saada, a workers' education expert, carried out the mission, and a description of his findings and recommendations are outlined. Included are three appendixes. (BP)

ED 096402

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ILO/TAP/Netherlands Antilles/R. 3

INTERNATIONAL LABOUR OFFICE

United Nations Development Programme
Technical Assistance Sector

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# REPORT

to

# THE GOVERNMENT OF THE NETHERLANDS ANTILLES

on

# WORKERS' EDUCATION

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GENEVA
1973

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## INTRODUCTION

1. At the request of the Government of the Netherlands Antilles for assistance in the field of workers' education the UNDP and the ILO agreed to implement a three months' mission in 1972 for an expert to advise and assist the Government and the trade unions of the Netherlands Antilles to develop a workers' education programme for all the islands.

2. To carry out this mission, the Director-General of the ILO, with the agreement of the Government of the Netherlands Antilles, designated Dr. Yohanan Saadia, a workers' education expert who has had long experience in trade union training and workers' education in his own country, as well as in several countries in Africa and Asia.

3. The main purposes of the mission were to:

(a) advise on the means of providing educational services to workers on Curaçao and the other islands;

(b) assist in formulating policies for the effective functioning of workers' institutions;

(c) train workers' education instructors and advise on syllabi and other related matters.

4. The expert carried out his mission to the Netherlands Antilles from 20 August to 20 November 1972, working in collaboration with the Ministry of Labour and all trade union federations on the islands.[1]

5. At the end of the three months, the Netherlands Antilles Government requested further assistance from the UNDP and the ILO in generally the same field on a longer basis of at least one year. Agreement on this extension has now been reached and the necessary funds will be made available from the UNDP for this further assistance to the Netherlands Antilles.

6. Throughout the mission the expert received a most courteous welcome. The co-operation of a large number of individuals, establishments and organisations is gratefully acknowledged. The Director-General of the ILO wishes to express special thanks to all those who assisted or were associated closely with the expert in various aspects of his work during his stay in the Netherlands Antilles.

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[1] For full list see Appendix I.

## PART I

## TECHNICAL BACKGROUND

### General

7. The Netherlands Antilles are geographically widely scattered and as dependent territories they are administered by Central and Island Governments. From this geographical and administrative scatteredness stemmed a certain number of difficulties which had to be overcome by the expert - notably with respect to communications and travel. In making his arrangements he was, however, greatly assisted by his counterpart Ir. D.P. Martina and the acting counterpart, Drs. A. Moen, and the presidents and secretary-generals of the unions or educational institutions he visited. He was also helped by Mr. Hubert Elkin, the ILO expert on labour legislation then already stationed in Curaçao.

8. It soon turned out that due to the shortness of time available the expert was unable to satisfy the educational needs of the various interested unions. To remedy this, the expert proposed to group these various interests so that differently affiliated unions would come together under one roof and attend the same course; and that in more than one case courses would be held in more than one language simultaneously to ensure maximum attendance.

9. After some hesitation, the unions agreed to this suggestion. During the course, the students' attitudes towards one another were friendly. The expert commended the students for this spirit of co-operation in which they attended the course, and valued this positive attitude as an encouraging factor to promote joint educational activities for the future.

10. From the expert's experience it became evident that there seems to be a need for increased instructor training in the various fields of workers' education before efficient training activities could be launched on the basis of the syllabi he proposes for future action (for the syllabi please see appendix).

11. In his sex progress reports submitted to the Department of Social and Economic Affairs, Fort Amsterdam, Willemsted the expert repeatedly drew attention to the absence of audio-visual teaching facilities and the lack of basic knowledge about more modern training techniques. During his course activities

(see appended roster) he concluded that participative training methods such as the discussion technique would yield the best results in the prevailing circumstances. He further concluded that due to an inadequate understanding among students of basic notions in economics and political science, and of the country's legislative situation in the labour field, the lecture technique proved to be the least effective. Found more effective by the students was the "forum technique" which enabled students to listen and at the same time occasionally give their opinions.

12. For future activities the expert recommends that attention be paid to a greater homogeneity of students attending one single course, e.g. greater care be given to proper selection ensuring a more homogenous educational level.

13. A further conclusion from his course and training activities was that more elaborate preparations with respect to written material would benefit participants who prefer to take home in a precise form some of the courses' highlights.

14. On more than one occasion, time allotted to certain types of studies seemed to have been too short. The time factor, therefore, would be another important element in planning future educational action for Antillean workers, and further study of this point seems indicated before launching activities on a larger scale.

15. The expert, with the valuable help of his counterparts, was able to produce some pilot study materials for use in his courses. These papers dealt with the following subjects: workers' education for development; aims, functions and methods of workers' education; basic economics; economics of development; labour sociology; trade union studies; collective bargaining; job qualification and wage determination; basic notions of labour legislation; co-operative education; the ILO; and the translation of an ILO flannelboard set on "The Role of a Shop Steward". The experience with these papers clearly indicate the need for more sophisticated materials in Papiamento, and also in Dutch and English on a greater variety of subjects.

16. Based on his various consultations with the organisations and institutions concerned as well as on his practical experience while teaching at his courses and seminars, the expert submitted a number of final recommendations. They are guided by the following considerations:

(a) a united approach to training programmes for workers, taken by different unions, would result in a greater variety of courses offered and, consequently, would be more beneficial to a greater number of students of different union affiliation;

(b) such an approach would lead to greater understanding among the unions of different affiliation and thus contribute to more coherent union action in the country;

(c) a united approach to educational matters would also facilitate greater sympathy and support from the public authorities and pave the way to additional facilities, such as for example paid educational leave for the attendance of courses;

(d) Such an approach might also open the way for closer collaboration with mass media - press, radio and television - leading to supplementary use of these media in support of workers' education activities in the country;

(e) it might also lead to closer collaboration with the traditional educational system, e.g. secondary school, etc. to widen the scope of workers' education activities and thus help the country's economic and social development by enlightening its labour force and enabling it more responsibly to participate in the pursuit of national policies.

(f) finally, this approach would help the trade unions to organise themselves more efficiently to face their day-to-day administrative and organisational problems, and to deal more effectively with their mandate - to help their membership in the attainment of their social and economic goals.

## PART II

## RECOMMENDATIONS

A. The Creation of an (Antillean) Foundation for Labour and Co-operative Education, (A)FLCE

(1) The establishment of the (A)FLCE on Curaçao and, in future, an additional island branch on Aruba.

(2) The (A)FLCE's legal and functional status to be an independent foundation.

(3) The (A)FLCE will serve the confederations and independent unions at their requests.

(4) Training of participants will be given jointly on the islands. (A)FLCE will support, guide and furnish workers' education activities following specific requests of participating unions.

B. The Structure of the (A)FLCE

(1) It is advisable to give (A)FLCE the following structure:

- a chairman-director, who should be an Antillean advised and assisted by the ILO expert where appropriate;
- an advisory board composed of twelve members, as follows:

  3 members from the confederations and independent union on Aruba;

  3 members from the confederations and independent union on Curaçao;

  2 members from the unions on Bonaire;

  2 members from the unions on the Windward Islands;

  2 members from the Department of Labour;

(a) with the exception of the Chairman-Director, no member of the Advisory Board will receive remuneration for his services,

(2) Island foundations should, in future, be established wherever possible, assisted by (A)FLCE, but autonomous in their functions.

The (A)FLCE will train tutors and administrators for these foundations.

C. The Functional Sections of the (A)FLCE

(1) The Chairman-Director of the (A)FLCE, will be responsible for the tutoring and application of all policies, recommended by the Advisory Board and assisted by the ILO expert.

(2) The Chairman-Director will be assisted by guest lecturers. Only in very rare cases should travel expenses be covered completely by the (A)FLCE.

(3) The Chairman-Director will be assisted in tutoring by permanent paid tutors, who also have additional assignments, as explained further on.

(4) In view of the complete absence of labour study material in Papiamento it is suggested to create a translation and publishing section; the ILO expert and other tutors will make their notes available for publication.

(5) Section for research and promotion of workers' economic-cultural institutions will be established within the frame of the (A)FLCE for conducting research in labour matters and for the study and promotion of Antillean Culture among workers, co-ordinated with the requests of all confederations and independent unions.

(6) An audio-visual aids section will be included in the administration of the (A)FLCE which will study the specific requirements of workers' education aids, purchase them and make them available to all Antillean confederations and independent unions.

(7) The study of a project for the establishment of a "Correspondence Institute" will be submitted to the Advisory Board for its approval.

D. The Premises of the (A)FLCE

There are a few suggestions regarding possible premises for the (A)FLCE:

(1) the use of community centres, such as the one which served for the seminars given on the island of Curaçao;

(2) to ask for permission to use, especially in the evenings, school classrooms and offices, at a time when schools are not pursuing their normal activities, i.e. in the evenings or during holidays;

(3) to rent a modest place adequate enough for a start; or

(4) the tower of the AVVC-premises.

The executive board of the AVVC suggested to lease to the future (A)FLCE the whole tower of its building, consisting of four floors, fully furnished with offices and classrooms. At the request of the ILO expert (and based on the promise made by the AVVC President in a previous discussion) the AVVC letters on top of the tower will be removed. A separate entrance to the tower, for the sole use of the (A)FLCE is also sought. The AVVC is also ready to put at the disposal of the (A)FLCE a substantial part of the already available audio-visual aids and equipment. Yet, against a lease one major obstacle exists for the moment as different organisations other than AVVC claim joint ownership in the building, stressing that it was initially granted to the entire Antillean labour movements. The opponents to the leasing arrangements were of the opinion that the building should be put at the disposal of the future (A)FLCE free of charge. This issue is being dealt with directly by the Minister of Labour who favours the use of the building by the (A)FLCE.

E. Financing the Activities of the (A)FLCE

(1) The financial responsibilities for the foundation's workers' education activities will be in the hands of the Government of the Netherlands Antilles, the confederations and the independent unions concerned.

(2) The Government might wish to seek and accept assistance from international organisations and similar sources at the suggestion of the Advisory Board. Financial assistance by private enterprise(s) and/or of the business community should not be accepted.

(3) The confederations and the independent unions, regarding the (A)FLCE as their own foundation or as a foundation fully run on behalf of the workers, should be stimulated to take part in the financial burden of the functioning of the (A)FLCE.

(4) There will be a necessity for two budgets: one for the establishing requirements and another for the current regular annual expenses.

(5) The Advisory Board will discuss the budgets, decide their composition and the various financial resources to be attained.

(6) The paid permanent staff of the (A)FLCE will have the legal status of civil servants:

(a) as far as their working conditions are concerned;

(b) while fulfilling the assignment with (A)FLCE, their previous employment will be guaranteed, this being considered as if on leave without pay;

(c) the Minister of Labour will put at the disposal of (A)FLCE, the personnel needed and cover all expenses required.

Employer agents should not be accepted to any function in the (A)FLCE

(7) The paid staff will be composed of the following persons:

(a) director and administrator who will also act as the main tutor;

(b) a tutor, also in charge of translation into Papiamento;

(c) a tutor, also in charge of research, promotion of culture and the correspondence institute;

(d) a secretary, also a chief clerk and responsible for typing in Papiamento, Dutch and English;

(e) an assistant, also in charge of the audio-visual material.

F. A Suggested Programme of Studies is appended (Appendix II).

G. Paid Educational Leave

A law providing for paid annual educational leave of at least five consecutive working days for each worker attending classes is a vital condition for the success of the implementation of the aforementioned recommendations. The Government will be requested by the Advisory Board of the (A)FLCE to initiate such a law.

H. Radio and Television Programmes

The Government will be approached by the Advisory Board with a recommendation to enable the foundation to broadcast workers' education programmes on radio and television.

I. Workers' Education at Secondary Schools

It is recommended to study the possibilities of teaching workers' education subjects at vocational, high and secondary schools to pupils who will soon join the labour force.

J. Union Administration and Practical Training

Some of the labour leaders have requested the Government to widen the scope of any future expert assignment (in addition to workers' education planning and training) so as also to include advice on union administration and practical training in union affairs, organisation, methods of collective bargaining, etc. This assistance should be given separately to each one of the labour organisations at their specific request and with full respect for international standards of freedom of association.

K. Proposals for Future Action

1. The Antillean Contribution:

(1) The Antillean Government would put at the disposal of (A)FLCE, and such institutes to be established in future on other islands, the following:

(a) adequate premises;

(b) full coverage of salaries and working conditions of the Antillean staff as chosen and nominated by the Advisory Board of (A)FLCE;

(c) legal status of the (A)FLCE personnel as "civil servants" and guarantee their permanency and stability at work;

(d) financial assistance for the running of the (A)FLCE;

(e) any additional assistance within the scope of these recommendations and other support for the fulfillment of its functions as may be suggested by the Advisory Board of the (A)FLCE.

(2) The Labour Organisations. Within their possibilities, the labour organisations would share the financial and other burdens of (A)FLCE (and individual labour institutes to be established on other islands in the future).

2. The Contribution of the ILO

(1) It is now agreed that the UNDP would consider favourably the request of the Netherlands Antilles Government for further assistance by an ILO workers' education expert for a period of at least one year,

(2) On the other hand, the ILO is prepared to consider requests for implementation from its own resources:

(a) to provide one or two fellowships for the training abroad of Antillean counterparts;

(b) to supply (A)FLCE with appropriate ILO study material, for the use of the foundation and its participants, and certain types of educational equipment, tools and material, needed for the running of (A)FLCE;

(c) to advise on and conduct training in the production and use of and supply of audio-visual aids;

(d) to help establish the library and provision of books needed;

(e) to participate through lecturers and similar assistance by such ILO experts in workers' education who may be available in the Caribbean region in the future subject to their prior commitments of time and resources.

APPENDIX I

## LIST OF MEETINGS OF THE EXPERT

Among others the expert met with:

A. Government Officials in Curaçao and Aruba (9, 10, 11)

1. Drs. R.F. McWilliam, the Minister of Labour and Social Affairs.
2. Drs. Th. Thijssen, Director of the Department of Social and Economic Affairs.
3. Ir. R. Statius van Eps, Director of the Department of Economic Development, Liaison Officer of the UNDP with the Government of the Netherlands Antilles.
4. Ir. D.F. Martina, acting head of the Labour Section of the Department of Social and Economic Affairs; the Government counterpart.
5. Drs. A.M. Moen, staff member of Department and acting counterpart.
6. Mr. I. Rosario, government employee in charge of public relations.
7. Mr. R. Trappenberg, government employee in charge of UNDP affairs, assistant of Mr. Tjoa, Liaison Officer, Department of Economic Development.
8. Drs. M. Horsford, staff member of Department of Social and Economic Affairs and alternate mediator of Central Government.
9. Mr. N.E. Henriquez, Head of the Department of Social and Economic Affairs - Aruba.
10. Mr. T. Tromp, Labour Inspector Department - Aruba.
11. Mr. E. Maduro, Department Aruba, in charge of settling grievances.

B. Trade Union Leaders in Curaçao and Aruba

In Curaçao: leaders from the AVVC and the CCV as well as AHU (ind.).

1. Mr. Hubert L. Spencer, President of the AVVC and of the PWFC (oil)
2. Mr. C. van den Bos, Vice-President of the AVVC Confederation.
3. Mr. R. Sammy, President of the Government Employees Union, ABVO.
4. Mr. E. Ong-A-Ewie, President of the Curaçao Federation of Workers, CFW.
5. Mr. Leo Eleanora, President of the Airline Workers' Union, NABLP.
6. Mr. Donald Kibbelaar, President of the Hospital Workers' Union, CBV.
7. Mr. Siegfried Hart, President of the Electrical Workers' Union, UWGE.
8. Mr. Henry Josepha, President of the Metal Workers' Union, CADMU.
9. Mr. Henry van Zichem, Secretary of the CFW.
10. Mr. Hubert Rojar, President of the CCV Confederation.
11. Mr. Eric Koenze, President of the Shopworkers' Union, BONECO.
12. Mr. Oscar Sèmerèl, President of the Hotelworkers' Union, HORECAF.
13. Mr. E. Rosario, representative of the CCV in the Social Economic Council.
14. Mr. E. Cova, school-teacher in charge of workers' education of CCV.
15. Mr. Antonio Angela, Vice-President of the Longshoremen Union, AHU.
16. Mr. Stanley Davelaar, Secretary of the same union.

In Aruba: the President of FESINA Confederation, Mr. C. Richardson.

APPENDIX II

PROPOSED SYLLABI
"LABOUR EDUCATION FOR DEVELOPMENT"

Contents:

1. Labour education.
2. Economics of development.
3. Some basic notions in the study of economics.
4. The concept of "labour".
5. Trade union studies (historical trends in the labour movement).
6. Characteristics of trade unions in developing countries.
7. Job qualification and wage determination.
8. Workers' participation in management.
9. Some basic notions in labour legislation and a comparative study of labour legislation in developing countries.
10. Co-operative education.
11. Co-operative studies, planning and management.
12. Labour co-operation = common action, vital necessity for developing countries.
13. The role of the labour movement in the process of development.
14. The International Labour Organisation (ILO).

Specified Subjects:

1. Labour Education

- comparative study between instruction and education;
- aims and objectives of workers' education in developing countries;

- the qualities required to be a positive labour educator;
- "passive" and "active" methods in workers' education;
- labour education in some developing countries;
- planning workers' education;
- audio-visual aids in workers' education.

2. Economics of Development

- How do we define an underdeveloped country? Characteristics: unbalanced diet, weakness of agriculture (land property, etc.), national income per capita (the gap in incomes), limited industrialisation, consumption of energy, economic subordination (including the problem of commercial capitalism vs. industrial capitalism), size of the commercial sector in the economy, problems and backwardness of social structures (including lack of tolerance or hidden hatred towards certain minority groups), weakness of the middle classes, weakness of national integration (wrong conception of "labour", moral hatred of certain jobs), high rates of unemployment and underemployment, level of education (including level of general, vocational and adult education), problems of population explosions, problems of sanitary conditions, etc.;
- lack of national conciousness for development (narrowness of labour education which is largely concerned with bargaining activities, selfishness, lack of aspirit of unpaid efforts, etc.).

  All the aforementioned characteristics will be based on statistics of many of the developing countries;
- meaning of development (growth and change);
- international aid and assessment in the process of development, etc.

3. Some Basic Notions in the Study of Economics

Factors of production, economic goods (consumption, production, services), wages, prices, markets, budgets (family and national), money, labour (aspects: demographic, economic, juridical), capital (as viewed by the workers, the employers, the State), aspects of capital (physical, financial, etc.), saving, problems of unemployment and

underemployment, how to produce (the combination of factors of production in an economic enterprise), economic and sociological evolution of enterprises.

4. The Concept of "Labour"

- a historical and socio-psychological analysis of the concept of labour through the ages;
- how may we conceive "labour,

  economic function: to exist

  psychological function: to create

  social function: to collaborate;
- "labour" in ancient times (hardship and shame) more human, imposed labour, joy and pain, ("labor", "Travail"), despising certain occupations, examples of ancient civilisations (Greece, Rome, Iran, India, China, Japan);
- present analysis of the concept of labour in certain countries and its immediate reason for underdevelopment and economic (and political) subordination;
- proper attitudes towards labour in the holy scriptures;
- the apology of labour;
- demagogy of politicians and their attitudes towards social justice, the true concept of labour (cases of certain European countries);
- labour philosophies and their views on the real positive concept of labour.

5. Trade Union Studies

- what is a trade union (a "test-yourself");
- definition, origin, functions, structures, finances, democratic control, workers' apathy, recognition, unfair practices, etc.;
- history of the labour movement,
- collective bargaining: definitions and origins; recognition of collective bargaining; essential conditions required; how collective bargaining works;

negotiation tactics and procedures; subject matters of collective bargaining and agreements; implementation of agreements; position of non-union worker; voluntary and government procedures for settlement of disputes; unfair labour practices; breakdown of collective bargaining; the state and collective bargaining;

- some basic ILO Conventions and Recommendations, the Declaration of Philadelphia, 1944;

- the employers' associations.

6. Characteristics of Trade Unions in Developing Countries

- Comparative study between the structures and origins of trade unions in developed and underdeveloped countries;

- functions of trade unions in developed and underdeveloped countries;

- "the proletariat" in developing countries;

- analysis of some trade unions in developing countries;

- the employers in the developing countries;

- the problems of trade unions in developing countries;

- the necessity for a radical structural change of trade unions in developing countries (special adaptation to local conditions of underdevelopment by adopting non-bargaining issues and co-operative activities).

7. Job Qualification and Wage Determination

- The basic philosophy;

- the factors of job qualification:

  (a) education, (b) experience, (c) initiative and ingenuity, (d) physical demand, (e) mental or visual demand, (f) responsibility, (g) equipment or process, (h) material or product, (i) safety of others, (j) work of others (job conditions), (k) working conditions, (l) unavoidable hazards;

- calculation of the factors.

8. Workers Participation in Management

- Advisory or decision-making status;
- participation in management -- and in profits;
- study of cases in some countries.

9. Some Basic Notions in Labour Legislation and a Comparative Study in Labour Legislation in Developing Countries

A. Basic notions in labour legislation:

- the dimensions of "legislation" (protectivo labour legislation and labour relations law);
- the sources of labour legislation;
- the elements of law;
- the juridical status of the "employee" of the "enterprise";
- functions of labour laws;
- national labour legislation;
- the role of the labour movement and labour legislation.

B. A comparative study and analysis of labour legislations in twenty developing countries (including labour codes and case studies).

C. Legal definition of terms; employers-employees relationship; wages and conditions of work; women's work and child labour; protection of economically weak workers; settlement of labour disputes; recruitment of employees; hygiene and safety at work; national insurance and social security; state employees, etc.

- determining factors in labour relations.

10. Co-operative Education

- Basic principles and the philosophy of co-operative education and its vital necessity for developing countries;
- answers to the following questions in co-operative education:

  why, for whom, how, the means.

11. Co-operative Studies

(a) The history of the co-operation; the definition of a co-operative society; the principles of co-operation; economic and social benefits;

(b) co-operation and regional planning in developing countries;

(c) classification of co-operatives;

(d) co-operative planning and management.

(e) study cases.

12. Labour Co-operation

A comparative analysis, study and common action.

13. The Role of the Labour Movement in the Process of Development

Philosophy, realities and the study of cases in Latin America, Asia and Africa.

14. The International Labour Organisation (ILO)

- the historical evolution of the international society;
- structure of the United Nations Organisation;
- the history which preceded the ILO;
- present structure and functions of the ILO;
- the departments and branches of the ILO;
- the adoption of an international labour code;
- Conventions and Recommendations;
- the ratifications of the "standards" by member countries;
- the implementation of Conventions and its control;
- spotlight on selected ILO Conventions and Recommendations;
- technical co-operation;
- collection and dissomination of information;
- the role of the ILO and the developing countries, etc.

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Remark: most of the subjects will be accompanied by audio-visual means (charts, films, etc.) supplied by the ILO.

APPENDIX III

ROSTER OF THE EXPERT'S COURSE ACTIVITIES

| | |
|---|---|
| **Curaçao** | |
| 2 seminars (mornings and evenings, simultaneously) | 10 days |
| 1 special course for labour inspectors | 5 days |
| **Aruba** | |
| Inter-union seminar with thirty participants from eleven different unions | 10 days |
| **Bonaire** | |
| 1 seminar | 2 days |
| **St. Martin (Windward Islands)** | |
| Bilingual seminar in English and French | 3 days |